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ABSTRACT

The State of Shawnee Case Study is designed to focus discussion on issues relating to the current period of selective growth and contraction in postsecondary education that is euphemistically referred to as the "steady state." The study is in two parts: (1) background information on the fictional state of Shawnee and the critical contemporary issues that are raised; and (2) a focus on the activities of a new governor who assumes office armed with an agenda for action. The experiences of Shawnee institutions and of the Shawnee Higher Education Commission are based on, or suggested by, actual situations in numerous states. (Author/KE)

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Higher Education in the State of Shawnee: A Case Study

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APRIL 15, 1975

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THE CENTER FOR THE STUDY OF HIGHER EDUCATION
THE UNIVERSITY OF MICHIGAN

FOR:
THE ECS/SHEEO INSERVICE EDUCATION PROGRAM

Higher Education In The State Of Shawnee

A Case Study

April 15, 1975

Prepared by: The Center for the Study of Higher Education
The University of Michigan

For: ECS/SHEEO Inservice Education Program

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PREFACE

Higher Education in the State of Shawnee: A Case Study is intended to address contemporary issues of major significance in many of most of the states represented by participants in the Inservice Education Program seminars. While Shawnee is a hypothetical state, its problems are not. The experiences of Shawnee institutions and of the Shawnee Higher Education Commission are based on, or suggested by, actual situations in numerous states.

The Shawnee Case Study was written by James L. Miller, Jr., Professor of Higher Education at the Center for the Study of Higher Education and two Center doctoral candidates, Donald M. Norris and J. Michael Erwin. Technical and editorial consultation was provided by Marvin W. Peterson, Associate Professor of Higher Education at the Center.

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INTRODUCTION

The State of Shawnee Case Study is designed to focus discussion on issues relating to the current period of selective growth and contraction in postsecondary education that is euphemistically referred to as "the steady state". The State of Shawnee Case Study is composed of two parts. Case 1 presents background information on the fictional state of Shawnee and raises critical contemporary issues. The following pages provide this information and pose questions to which the reader may respond. Case 2 deals with the activities of a new governor who assumes office armed with an agenda for action. Case 2 will be distributed to seminar participants following the discussion of Case 1 on Monday afternoon.

Case 1 is being distributed in advance of the Finance and Budgeting Seminar to allow participants ample time for careful reading and thorough analysis of its contents. Participants should be prepared to defend their analysis at the initial seminar session. Professor Marvin W. Peterson, who will lead the case study discussion suggests that, as they read, participants formulate answers to the questions that follow:

1. Analyze the State of Shawnee and its higher educational background. What are the key problems and issues in the state?

2. What are the strengths and weaknesses of the Commission and its staff?

3. Analyze the three recent or current issues. How should the Commission deal with them?

CASE 1: THE COMMISSION CONFRONTS THE ISSUE OF SELECTIVE GROWTH AND CONTRACTION

In early 1974, Johnston Carter, the Executive Director of the Shawnee Higher Education Commission (SHEC), and his staff performed their periodic assessment of the state of higher education in Shawnee in preparation for the master planning effort scheduled to terminate in 1976. They judged the Commission to be gaining in both the scope of activities undertaken and in the degree of acceptance by its legislative and institutional publics. In particular, the present role of the Commission in rejecting the new program requests of certain institutions had been generally viewed as fair and appropriate by most observers - except for the institutions whose programs were disapproved.

The Director and staff also perceived an intense public interest in a number of educational issues - the law school issue and the question of the proper role and size for Thoreau State University, for example. These were issues with both educational and political overtones. But more importantly, interest in these issues and recurrent pressures to continue the growth of programs in increasingly popular disciplines demonstrated that legitimate popular support existed for continued educational growth in a number of selected areas.

On the other hand, the general public mood was one of plateauing support for higher education. While state appropriations for higher education continued to grow, the percentage of state appropriations going to higher education had been declining since 1971, a general trend that was occurring in other states in the region and nationwide (Appendix A presents selected data on higher education appropriations in Shawnee). A mood of retrenchment was discernible. This mood was congruent with the predisposition of the governor, who was a staunch supporter of higher education, but also a fiscal conservative and

an opponent of inefficiency. The enrollment declines at several institutions and even in specific programs at institutions in which total enrollment was still growing were viewed suspiciously by the governor and state legislators alike.

In the opinion of Carter, these situations represented both a need for action and an opportunity for important change. In a memo to Commission staff, Carter outlined a plan for action. With the master planning activities scheduled to begin, Carter described the present situation as a golden opportunity for the Commission to pro-act rather than react to answer important educational questions that stood unresolved and to assert the role of the Commission as an active, effective coordinating body.

The Carter memo directed the staff to prepare a series of policy recommendations on a number of educational issues. First, the staff was to propose an adequate solution to the law school issue. The decision of whether or not to establish a new law school was to be based on available educational information, with political considerations taken into account. If the necessary data was not available, the staff was to establish general criteria for the law school decision and was then to identify the necessary data elements and design a survey taking no more than three months to collect the necessary information. Second, the staff was to address the issue of the mission, role, and desirable size for Thoreau State College. The third issue was more complex. Given the uneven pattern of enrollment growth and decline, the uncertain level of public support for higher education, and the need to expand educational offerings in some areas while cutting back in others, the staff was to prepare a comprehensive policy for dealing with steady state conditions.

In order to devise a comprehensive policy for dealing with selective growth and contraction, staff recognized the need to acquire a more complete understanding of how the present

system of higher education in Shawnee evolved. Earlier Commission reports and master plans were reviewed as were the documents of other agencies reporting on higher education in Shawnee. The section that follows, "Higher Education in the State of Shawnee," if intended to provide the reader with information comparable to that assembled by staff.

Demography and Location of Higher Education Institutions

The state of Shawnee is a medium-size state in the Central portion of the nation. It has a population of approximately 4.5 million people. Roughly rectangular in shape, Shawnee measures nearly 300 miles from east to west and 175 miles from north to south. Its population density is 85 people per square mile, which places it twentieth among the states in the union and fifth among the states in the central region.

For most of its history, Shawnee's economy has focused on agriculture and commerce, but in recent years industrialization and urbanization have transformed the face of the state. Today, the economy of Shawnee is highly diversified. Moreover, the urban areas of the state have grown considerably, and the population center has been shifting from rural to urban and suburban populations. The northern portion of the state, and especially the largely rural northwest quadrant of Shawnee, have suffered declines in population for a number of years.

The increasing diversification and industrialization of this state have increased the wealth of its people. The per capita personal income has risen to $3661, which is eighteenth among the 50 states and fifth among the states in the region. Although farming and agribusiness continue to be major factors in the economy, heavy industry, high-technology industry, defense contracting, federal government employment, and other forms of enterprise have multiplied and have shifted the

economic balance. Also, the shift from rural to urban population centers has resulted in roughly 39 percent of the population residing in cities of 30,000 or more. This concentration is higher than some of the largely rural states in the region that have not experienced a similar degree of urbanization.

The 1,735,000 residents of Shawnee that live in cities of 30,000 or more are concentrated in a number of areas, as demonstrated in Figure 1. There is one metropolitan area with a population of about 750,000, one urban city of 200,000, two urban/metropolitan areas of roughly 150,000, one of 100,000, and ten other cities of between 30,000 and 100,000. There are centers of population in the southeastern corner of Shawnee, the east-to-west center of the state, and the southwest corner of the state.

The center of the southeast population concentration is the city of Metropolis, having a population of nearly half a million. The total metropolitan area in the state of Shawnee is 750,000. In addition, 200,000 live in the industrial and residential communities across the Shawnee River in the adjacent state. Metropolis is the major commercial and industrial center in the state and exerts a major influence in its commercial, political, and educational affairs. This metropolitan area is served by three comprehensive community colleges, a number of small, private liberal arts institutions, and two major universities. The two largest institutions, Metropolis State University, formerly a branch campus of the University of Shawnee, and St. Ignatius University, a private university, together provide comprehensive baccalaureate and professional programs. Figures 2 and 3 portray the placement of public higher educational institutions in Shawnee.

There are a number of medium-size cities to the south and north of Metropolis. Sixty miles to the north, at the junction of the Shawnee and North Fork rivers, is the city of Fort

Figure 1

Major Population Centers in the State of Shawnee

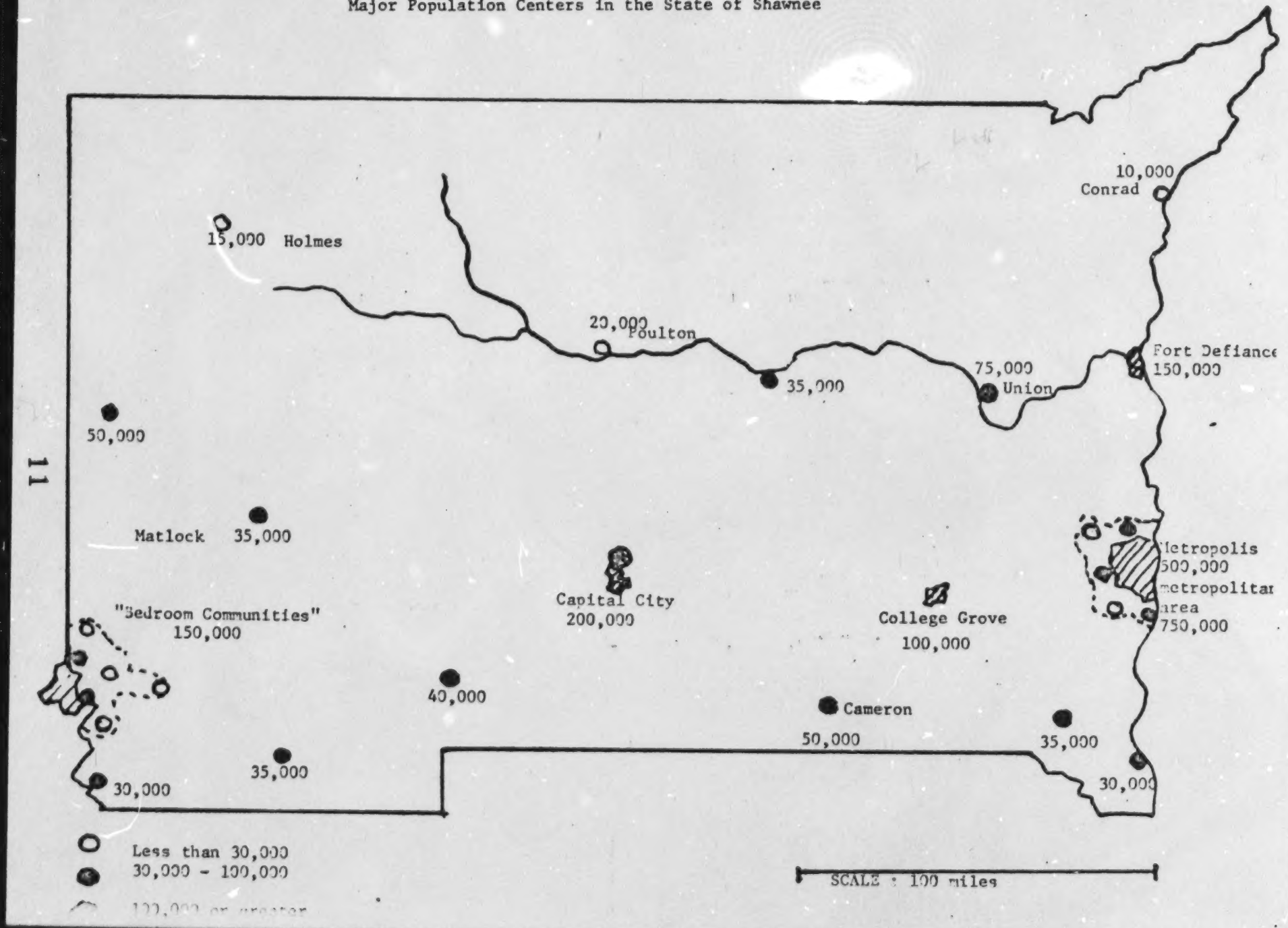


Figure 2

The Educational Institutions in the State of Shawnee

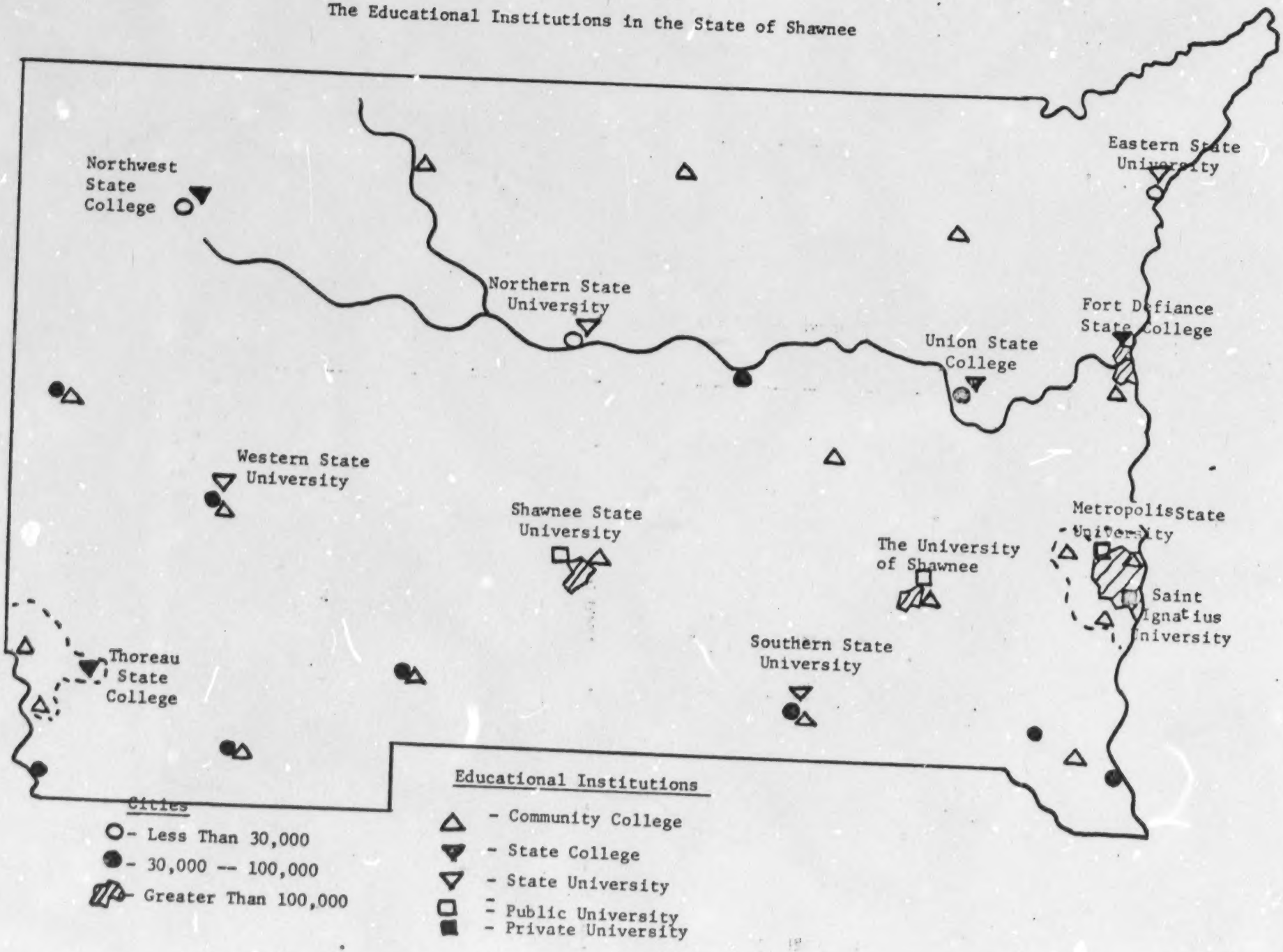
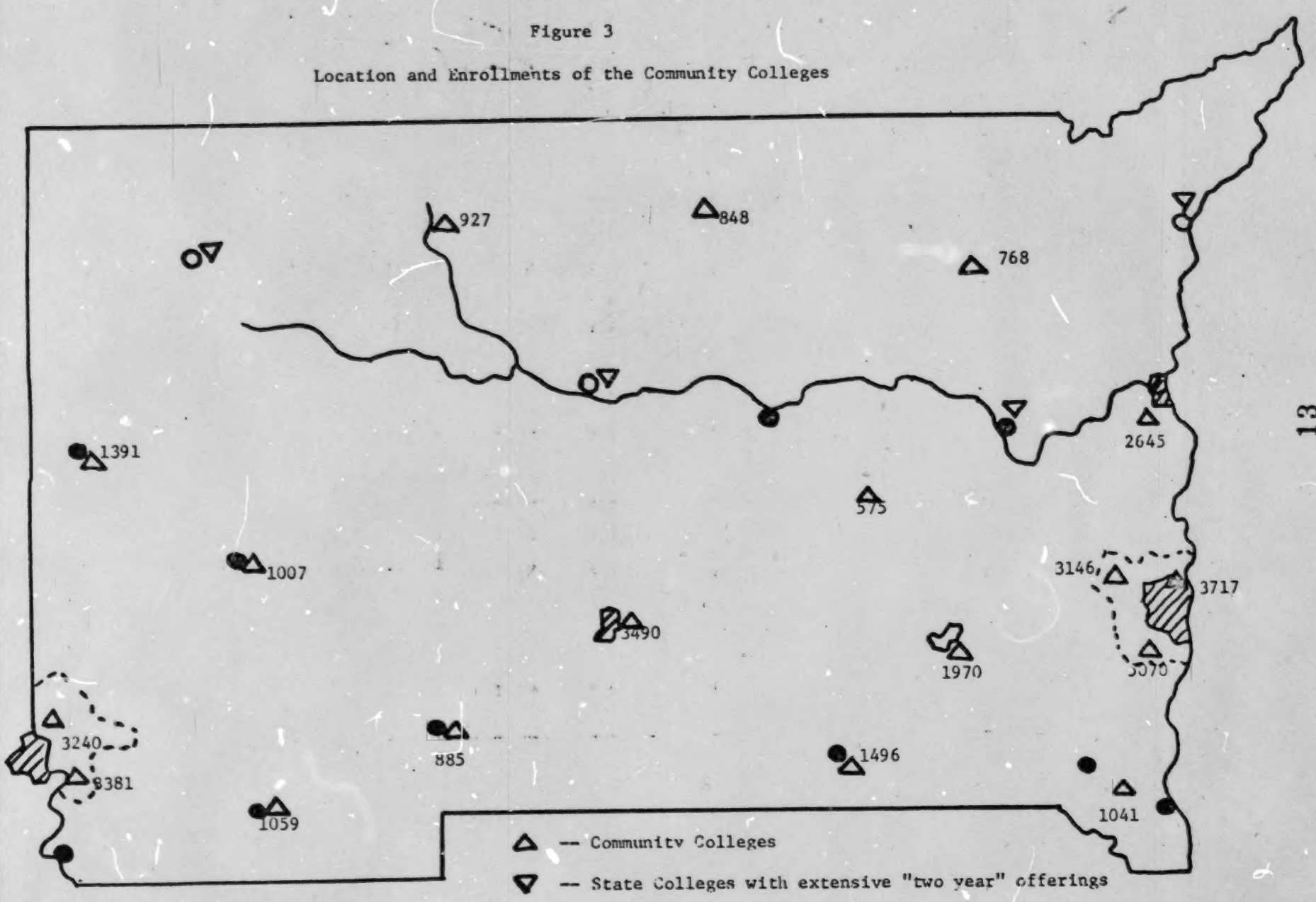


Figure 3

Location and Enrollments of the Community Colleges



Defiance, having a population of 150,000. Formerly a major commercial center, Fort Defiance is an industrial city whose size has plateaued. A number of medium size cities in the North Fork River Valley complete the northern rim of the population center in the southeastern quadrant of Shawnee. The largest of these, Union, has a population of 75,000. Both cities are served by independent public colleges that began as branch campuses of the University of Shawnee.

Sixty miles to the west of Metropolis is College Grove, home of 100,000 people and the major public university. The University of Shawnee is a nationally renowned research and graduate education center. Although College Grove is primarily a university town, a number of high technology industries have located there. Several medium-size cities in the vicinity of College Grove constitute the western rim of the southeastern population concentration. Southern State University, the largest of the regional universities, is located in one of these centers 40 miles to the southwest of College Grove.

Capital City, located nearly 150 miles from Metropolis, is the hub of the central population center. It is the seat of government, the home of the land grant university, and a major commercial and business center for a wide area. Most of the industry in Capital City is either government, education, transportation, or agribusiness oriented. For a city of 200,000 it exerts an inordinate amount of influence. Shawnee State University has a strong undergraduate and graduate program and an enrollment nearly as large as that of The University of Shawnee. Along with Capital City Community College, Shawnee State aggressively accommodates the learning needs of residents of the Capital City area. Although it draws students from all over Shawnee as well as from out-of-state, Shawnee State University is especially popular with outstate students from the northern and central portions of Shawnee.

The southwestern corner of the state has grown rapidly over the past two decades. Initially an industrial area, its growth has been due to the growth of municipalities serving as "bedroom communities" to the major metropolitan area centering on the city of LaSalle across the Shawnee state line. The total population of these communities is 150,000, but their impact is fragmented and there is no regional government. In addition, a number of medium-size cities ring the southwestern population center, although some of these have closer ties to Capital City than to their own regional population center.

The southwestern population concentration is served by a number of private liberal arts colleges, two comprehensive community colleges in the Shawnee portion of the LaSalle metropolitan area, one comprehensive community college in each of the four outlying cities, and two major public institutions, Western State University and Thoreau State College.

Although relatively sparsely populated, the northern portion of Shawnee is served by a number of public institutions. Northern State University, located approximately equidistance from Capital City and the northern state line, serves the north central portion of the state while Eastern State University serves the northeastern quadrant. Serving one of the most sparsely populated portions of the state is Northwest State College. The small community colleges ring the northern portion of Shawnee.

The Universities

Shawnee's diversified system of higher education has been in the process of evolving for nearly 150 years. The first state constitution mandated the establishment of a state-supported institution. Under provisions of that constitution, Shawnee State Seminary was established in 1828 as the state's first institution of higher learning. Since 1828, Shawnee State

Seminary has evolved into the University of Shawnee and has come to be complemented by forty-six public and independent colleges and universities.

The capstone of any state system of higher education is its comprehensive state university. Shawnee has three such institutions. The University of Shawnee has long been nationally recognized for the quality of its graduate programs in the arts, in social sciences, and in the professions. Shawnee residents take great pride in the University of Shawnee's reputation for excellence and, except for periodic assaults on the university's highly selective admission requirements, have generally been supportive of the institution's mission, purposes, and educational role.

Cast in the shadow of the University of Shawnee is Shawnee State University. Shawnee State, established as a land grant institution shortly after the Civil War, enjoys a national reputation for its graduate programs in agriculture, engineering, and home economics comparable to that of the University of Shawnee for its strongest programs. Shawnee State University has not yet, however, completely shaken off its popular state image as, at best, nearly as good as the University of Shawnee and, at worst, an "ambitious cow-college". Popular state opinion notwithstanding, since the middle 1950's when Shawnee State's energetic president, John Borden, first began "roughing up" legislators, Shawnee State has steadily evolved from an average state university into one of the nation's better state-supported institutions.

The state's third and youngest state institution suffers somewhat in comparison to its sister institutions. Metropolis State University was established in 1951 as a branch of the University of Shawnee. Although it quickly developed sound academic programs and achieved its present independent status within a decade of its founding, Metropolis State continues to be publicly thought of as the "Metro Branch of the University of Shawnee". While a legislator from the western part of the

state recently referred to Metropolis State as "last chance tech", the legislature has, on the whole, supported the attempts of Metropolis State officials to develop a comprehensive academic program suited to the needs of area students before attempting to strengthen the quality of existing programs. Metropolis State currently offers the typical range of bachelor and master degree programs in addition to doctoral programs in most academic fields. Metropolis State presently offers professional programs in business and social work.

As Table I shows, while current enrollments are well above those reported in the Master Plan of 1967 for the three universities, the trend appears to be toward leveling or declining enrollments at the University of Shawnee and at Shawnee State University. Since 1971, the University of Shawnee has increased its enrollment by just 4.3 percent (to 31,401 headcount students in 1974) compared to a 11.1 percent increase from 1967 to 1971. Shawnee State's enrollment, after increasing by 15.8 percent from 1967 to 1971, declined by 4.7 percent from 1971 to 1974 resulting in a total current enrollment of 26,033. Metropolis State, unlike its sister institutions, has experienced a steady rate of growth throughout the fifteen-year period that it has been an independent institution. In 1960, its last year as a branch campus, Metropolis State enrolled just over 3,000 students. By 1967 it had grown to 8,147 students and, by 1974 to 13,497 students. Primarily as a result of Metropolis' growth, the combined enrollment of the three universities increased by 4.0 percent from a 1971 level of 68,203 students to a 1974 level of 70,931 students. Table BI, in Appendix B provides comprehensive enrollment data for the universities and for all other public institutions.

The State Universities

Shawnee's four teachers' colleges, established between 1868 and 1909, began expanding their programs only after World War II. During the 1950's the institutions expanded their liberal arts

Table I SUMMARY INFORMATION ON SHAWNEE SENIOR INSTITUTIONS

ENROLLMENT

INSTITUTION	LOCATION	FOUNDED	1971	1974	PERCENT CHANGE
UNIVERSITIES					
Metropolis State	Metropolis	1951	10428	13497	29.4
Shawnee State	Capital City	1868	27312	26033	-4.7
University of Shawnee	College Grove	1828	30098	31401	4.3
STATE UNIVERSITIES					
Eastern	Conrad	1868	5904	5575	-5.6
Northern	Poulton	1891	6295	5833	-7.3
Southern	Cameron	1876	14773	13326	-9.8
Western	Matlock	1909	12157	11198	-7.9
STATE COLLEGES					
Fort Defiance	Fort Defiance	1953	6522	6695	2.7
Northwest	Holmes	1961	3642	3109	-14.6
Thoreau	Oak Hills	1969	1753	2314	32.0
Union	Union	1949	4632	5450	17.7

offerings and initiated business administration programs at the baccalaureate degree level, but education-especially teacher preparation-continued to be their most important activity as they expanded their offerings to the master's degree level. During the 1960's all of the institutions began offering credit beyond the master's degree which public school teachers could utilize for purposes of meeting the state requirements for periodic continuing education to refrain certification. The credits earned also enable the teachers to advance in the public school salary scales.

In its 1967 state Master Plan, Shawnee Higher Education Commission (SHEC) recommended that the four colleges be granted university status and permitted to expand some existing master's degree programs into doctoral programs. At the same time, the Commission proposed that the institutions no longer operate under the jurisdiction of the State Board of Education. While those two recommendations were adopted in 1968, a related recommendation was defeated. The Commission urged the legislature to create a single governing board to operate the four regional state universities and four state colleges. Due in large part to the combined efforts of the institutions' presidents, the legislature was convinced to reject the single governing board concept in favor of establishing autonomous governing boards for each of the institutions.

Except for their sizes, the state universities are quite similar. Southern State University, the oldest and largest institution, has long been regarded as a regional leader in teacher education. Southern State currently offers extensive bachelor's and master's degree programs in business, education, liberal arts, and the sciences,as well as,doctoral study in education, psychology, history, English and philosophy. Western State, the second oldest and second largest institution, offers the same range of bachelor's and master's degrees, but with a slightly heavier emphasis on the social sciences. Western offers doctoral degree programs in education, psychology, history,

and sociology. Eastern State and Northern State are much smaller universities with less comprehensive programs. Neither institution offers doctoral degrees and both generally offer master's degree work only in public school teaching fields. Unlike their two larger counterparts, Eastern and Northern offer associate degree programs. Associate degrees are offered in general education, social science, business, nursing, medical technology, and industrial and engineering technology.

As Table I shows, the four institutions have not fared well in recent years. From 1967 to 1971 their enrollments increased from a low of 16.2 percent at Eastern to a high of 27.2 percent at Northern. Since 1971, however, the institutions have experienced a combined enrollment decline of 3,000 students or 8.7 percent. Enrollment declines have become large enough that Charles Battle, Southern State's president and the person generally viewed as the spokesman for the interests of the state universities and colleges, has openly criticized the Commission for "trying to bring us to our knees because we choose to stand up to it [the Commission] in 1968". Battle maintains that the institutions are being prevented from expanding their programs to "provide educational opportunities needed and desired by the citizens of our surrounding communities and by the citizens of our state as a whole". The institutions have proposed attempting to offset declining enrollments in education and the liberal arts by expanding their continuing education offerings and their two-year occupational programs. The Commission, however, has blocked all efforts of the institutions to expand those areas. The Commission, strongly supported by the Shawnee State Community College Board, has argued that occupational and continuing education programs are the special province of the community college. Commissioner Marilyn Davis has argued that the state universities would only establish "competitive, duplicative imitations of, not the most necessary programs for learners, but only those popular and inexpensive

programs which will produce the most FTE's at the lowest cost to the universities".

The State Colleges

In addition to its four state universities, Shawnee has four publicly-supported state colleges. Fort Defiance, Union, Northwest, and Thoreau state colleges are all relatively young and comparatively small institutions. The explanation for their existence as state colleges rather than as state universities is both political and educational.

In 1959, State Senator Charles Danielson, a former Metropolis city councilman, began echoing the prevailing sentiment in Metropolis that the city would be better served by an independent, comprehensive university than by a branch of the University of Shawnee. Danielson, almost immediately encountered resistance to his plan to introduce legislation making the Metropolis branch an independent state institution. Outstate legislators were divided into two camps, both opposing Danielson's plan. A number of legislators from the northern section of the state opposed Danielson's plan, citing the more pressing need to provide residents of the northern half of state with comprehensive state institutions. In support of their claim, they pointed out that of the six existing state-supported colleges and universities, only Eastern and Northern state colleges, were located in the northern one-half of the state, both in areas well away from major population centers. A second, less unified group of legislators opposed Danielson's plan by arguing that Metropolis could better be served by a branch of "one of the nation's great public universities" than by a struggling, newly independent state institution.

While Danielson had at least some outstate support for his proposed legislation from the beginning, after encountering opposition he quickly adopted a strategy that garnered all the support he needed to accomplish his goal. Danielson broadened

his stance on severing the Metropolis branch from the University of Shawnee to include granting independent status to all three of the University's branches. The modification was immediately popular with the state's northern legislators. The reason for its popularity was that the two branches affected by Danielson's proposed legislation were located in Fort Defiance and Union, the two largest northern cities.

The group of legislators arguing for maintaining the University of Shawnee's branch campus system redoubled their opposition to Danielson's plan. They soon recognized, however, that their number was too small to block passage of the legislation. State Representative John Dahart from Capital City led the group's response to Danielson's new proposal. Dahart negotiated with Danielson to throw his group's support behind the measure, thus preventing bitter intra-party conflict if Danielson and his supporters would agree to limiting the programs of Fort Defiance and Union to the baccalaureate degree. The compromise would permit the institutions in southern Shawnee to continue to expand their graduate education programs which might be severely affected by the presence of graduate programs at the Fort Defiance and Union institutions. Recognizing the political soundness of Dahart's argument, Danielson and his supporters agreed that the enabling legislation would specify that the Metropolis branch would become a freestanding university while the other two branches would become independent bachelor-degree-granting institutions with no graduate programs.

The compromise legislation, while it failed to satisfy a large number of legislators, proved accepted to most. When the bill reached the committee, however, one faction of Danielson's supporters threatened to bolt, raising the possibility that their resistance would encourage the southern legislators to reaffirm their opposition to the bill. The legislators, all representatives of the sparsely populated northwestern quarter

of the state, gradually had come to recognize that their region would be alone in not having a state-supported public college or university. They recognized, too, that their number was large enough that, joined by the southern opposition, they could conceivably defeat the bill. Dahart, in a move that earned him an in-house reputation as the "great compromisor" and a popular reputation for being above the prevailing provincialism of the legislature, called for amending Danielson's bill to include a provision to establish a new state college in the northwestern quarter of the state. It too would be restricted to offering undergraduate programs.

The Dahart amendment, although it baffled some of his following who arged realignment in opposition to the bill, proved agreeable to a legislature now largely composed of men caught up in the spirit of altering the face of higher education in the state. Their planned alteration, called "tinkering" by College Grove representative Austin Williams, came to fruition in 1961 when the three branches were granted independent status and a fourth institution, Northwest State College, was founded.

It is significant that throughout the year-and one-half debate leading to the establishment of four state-supported institutions, the state's young Higher Education Commission was virtually ignored by most legislators. While it will be discussed in more detail elsewhere, the overly simplified explanation for the Commission's inability to influence legislators was a growing lack of confidence in the quality of the advice it tendered.

Although the Commission was ignored during the establishment of Fort Defiance, Northwest and Union, it played a major role in 1967 in the founding of the fourth state college. In the Commission's 1967 Master Plan, the chapter entitled "Reform in Education" called for the establishment of an "experimental" state college. The Master Plan did not spell out in detail the types of educational programs which should be offered at the new institution-eventually named Thoreau State College-but did

recommend that it be an undergraduate institution which would seek ways to provide education in new and innovative ways. The institution was expected to attract students who were interested in trying new approaches to education including greater student participation in the learning process. The Master Plan suggested that Thoreau would offer alternative approaches to higher education for students from the entire state and also would constitute a testing ground for new educational ideas which might later prove attractive to other institutions in the state. At approximately the same time, both the University of Shawnee and Shawnee State were developing their own experimental colleges within their universities. Thus, Thoreau represented one of several responses to student complaints about the lockstep of traditional education.

Unlike the highly charged political debate surrounding the establishment of the first three state colleges, there was little state-level debate over either the need for Thoreau or its proposed location in Oak Hills. The choice of Oak Hills, the largest of several small suburban communities that are a part of the greater LaSalle metropolitan area, briefly rekindled the rivalry that long ago developed among the neighboring towns and villages. The deciding factor in keeping the debate at a minimum was the fact that Thoreau, though intended to expand public educational opportunities in the area, would offer a type of education that did not make it a truly regional institution. The original enrollment estimates for Thoreau were, however, based in part upon projections of college-going trends in the three adjacent counties and estimates of the proportion who would choose to attend Thoreau. Although it was not recognized at the time, this fact illustrates the problem with which Thoreau later found itself confronted. It was established for the purpose of providing innovative and experimental educational opportunities (presumably for those students who would be attracted to such a program regardless of their place of residence in the state), and yet it also was viewed possessively by

the section of the state in which it was located and state officials themselves sometimes viewed it as a regional institution.

As Table I shows, the four state colleges have not experienced enrollment declines of the same magnitude as those experienced by the state universities. Because undergraduate teacher preparation programs and graduate programs have never had the central status accorded them by the state universities, the current student trend away from enrolling in teacher preparation programs has had minimal effect upon the institutions. In addition, because the three traditional state colleges were established before the establishment of a state system of community colleges, two-year occupationally-oriented courses have sustained enrollment levels.

The colleges are experiencing a greatly reduced rate of growth. Fort Defiance, after growing by 8.7 percent from 1967 to 1971, experienced a modest growth rate of 2.7 from 1971 to 1974 giving it a current enrollment of 6,695. Union has consistently grown throughout the past decade and one-half. Its 1974 enrollment of 5,450 represents an increase of 17.7 percent since 1971, and an increase of 81.6 percent since 1967. Union's rapid growth is in part explained by its earlier lack of adequate facilities as a branch campus. As facilities become available to permit increased enrollment, fewer area students found it necessary to leave the Union area to attend a four-year institution. Thoreau's enrollment has increased by 32 percent since 1971 to a 1974 level of 2,314. The lone state college experiencing an enrollment decline since 1971 is Northwest. Between 1967 and 1971 Northwest has more than doubled its size - from 1,706 students in 1967 to 3,642 students in 1971. Since 1971, however, its enrollment has fallen to a 1974 level of 3,109, a 14.6 percent decline. Northwest's declining enrollment is generally attributed to the area's declining population and to competition from nearby community colleges. Among the four-year publicly-supported institutions, the state colleges continue to

maintain the highest growth rate, 6.2 percent since 1971.

The Community Colleges

In addition to Shawnee's eleven public baccalaureate institutions, Shawnee has 18 state-supported community colleges. In 1960, just six locally-supported community colleges existed in the state. Those colleges had been established and supported by local school districts and had received little in the way of state financial assistance. The Commission's Master Plan of 1960 provided graphic evidence that the college going rates in those six locales vastly exceeded those of most other communities. As a result, between 1961 and 1969, twelve new community colleges were established. The ambitious program to develop a system of comprehensive community colleges allows Shawnee to boast that public institutions are now within commuting distance of 80 percent of its population.

The community colleges offer a broad range of technical, business and health-related programs in addition to the transfer programs. The three northern most institutions offer numerous agricultural programs. While they continue to be relatively inexpensive institutions to attend, recent system-wide tuition increases resulted in students assuming a greater proportion of the cost of their education. Tuition charges have increased from $11.00 an hour in 1971-72 to $18.00 an hour in 1974-75 with an additional increase anticipated for the coming fiscal year. As charges have increased, enrollment has declined. However, there is no reliable evidence to indicate that the decrease in enrollment is related to the increase in tuition. Most of the enrollment declines experienced by Shawnee's community colleges occurred at suburban and rural institutions. Overall, community college enrollments increased 1.7 percent between 1971 and 1974.

Private Higher Education in Shawnee

Shawnee's twenty private colleges and universities reflect the quality distribution existing in most states, ranging from some very good, strong private institutions at the one extreme to a few weak, poorly financed colleges at the other extreme. St. Ignacius is the largest private institution and enjoys a national reputation for its liberal arts, pre-professional and professional programs. Unlike many private urban institutions, St. Igna ius is not poorly situated, and therefore continues to draw commuting students and residential students from all parts of Shawnee. St. Ignatius is experiencing modest but steady enrollment increases. Table B2, in Appendix B, presents enrollment totals and trends for all private institutions in Shawnee.

The remaining nineteen colleges range in size from those having enrollments of 500 to those having nearly 3,000 students. Their mean enrollment is approximately 1,500 students. Enrollment in the institutions has increased by 9.3 percent since 1967, peaking in 1971. In 1974, the private college fall headcount enrollment totalled 38,781. That figure represented approximately 19 percent of the state's total enrollment in higher education. Nonresident students accounted for 41 percent of the private college enrollment total. Tables B3 and B4, in Appendix A, report enrollment totals and nonresident enrollment for all Shawnee institutions.

The Shawnee Higher Education Commission

In the mid 1950's, it became obvious to most observers that Shawnee's traditional non-coordinated system of higher education was in trouble. Biennial increases and appropriations were not keeping pace with the rising enrollment and the needed expansion of existing facilities. Institutions were individually negotiating with state officials for increased appropriations, and state officials were in turn becoming increasingly convinced

of the need for consolidating those requests and responding to them in an informed manner. At the same time, it was becoming obvious that both new institutions would soon be needed and that locating the institutions could initiate time consuming and politically disastrous legislative in-fighting.

In late 1955, the legislature appointed a special committee to study the present and future needs of higher education in Shawnee. The committee hired a prestigious group of consultants who spent nearly a year in analyzing the state's needs and preparing their report. To no one's surprise, their report called for increased expenditures to higher education in order to expand existing facilities and to establish new institutions. In addition, it called for increasing operating appropriations in order to offset the declining per student educational spending which the consultant's equated with decreasing institutional quality. Finally the report recommended establishing a statewide planning and coordinating commission. The commission would advise the legislature on budgetary and program requests.

Reaction to the report varied. Shawnee State University and the University of Shawnee vigorously opposed the recommendation for the establishment of a coordinating agency at the same time that they supported the reports calling for increased state appropriations to higher education. State colleges, less well funded by the legislature, supported the concept of state coordination. Although they fully supported the concept of state coordination, the legislators were influenced by the arguments of the universities. They created a coordinating commission with advisory powers. Contrary to the consultant's recommendations, however, the commission was composed entirely of institutional representatives.

From 1957 to 1960, the most notable success of the Commission on Higher Education was in carrying out the intent of the legislature and the recommendations of the 1957 report that it increase the operating and capital budgets of existing insti-

tutions. Legislative pressure in 1959 to plan for the establishment of new institutions prompted the Commission to set forth plans for expanding the state universities branch campus systems and for initiating branches under the control of the state colleges. At the same time, the Commission's staff completed the first draft of its recommendations to be included in the 1960 state Master Plan. The staff document called for establishing a system of community colleges, a proposal that ran directly counter to the Commission's plans. In the ensuing confrontation between the staff and Commission, the executive director and three of the seven staff members were dismissed. The legislature, already critical of the Commission for its "attention to institutional self-interest at the expense of student needs", promptly enacted legislation to eliminate institutional representation on the Commission.

The newly reorganized Commission issued a 1960 Master Plan which closely resembled the earlier staff document. In addition to calling for the establishment of a state-supported community college system, the plan observed the growing need to provide Metropolis with increased educational services. The legislature, joined by the governor, reacted quite positively to the Commission's recommendation. A community college board was established, and capital funds were allocated. The legislature chose to meet Metropolis' need for a comprehensive university by granting independent status to the Metropolis branch of the University of Shawnee. As an earlier discussion points out, the Commission on Higher Education had little involvement in the decision to sever the three branch campuses from the University of Shawnee. During the early months of the debate surrounding the branch campuses, the institutionally dominated Commission was in disrepute. During the later stages of the debate, the Commission was in the process of undergoing reorganization and, perhaps fortunately, was infrequently called upon for its opinion.

From 1960 to 1965, the Commission continued to provide the legislature with recommendations and services that were generally

well received. Many of those recommendations, however, ran counter to the interests of Shawnee State University and the University of Shawnee. Their outcry brought forth intense public criticism of the legislature. Rather than appearing to retreat in the face of controversy, the legislature in 1965 provided the Commission with increased responsibilities. These included regulatory power for new and existing program review and for budgetary review, and delegated responsibility for the state's student-aid programs to the Commission. These increases in the Commission's authority brought the expected outcry from the universities but was, on the whole, well received by the remainder of the higher education community.

In 1967, the Commission issued its second Master Plan for higher education in Shawnee. In addition to pointing out the need for continued attempts to provide greater geographic access to higher education, the Master Plan called for a statewide expansion of doctoral programs. The plan recommended that Shawnee State and the University of Shawnee be assisted in their expansion of doctoral programs and that the four state colleges expand their graduate programs and two institutions, Southern and Western, begin granting doctorates. (A summary of this and other Commission documents is included in Appendix C). While the legislature initially responded unfavorably to the idea of expanding such costly programs, the well-documented state plan and the vigorous support of the Commission convinced them of the need for expansion. The Commission's support of the major universities and its efforts to impose limitations on the expansion of graduate programs at the four state colleges did not go unnoticed by officials at Shawnee State and the University of Shawnee. For the first time in this ten-year period, the Commission had the support of the major universities and their influential political following.

In the fall of 1970, Shawnee elected a new governor, George Webb. Unlike his predecessor, Webb demonstrated keen interest in higher education and stated his intentions of exerting in-

creased executive branch influence on higher education policy. Webb, a fiscal conservative, criticized what he termed the "excessive, duplicative, frivilous spending practices" of some institutions. At the time Webb took office in January, 1971, it was unclear whether the governor and his staff would become more actively involved in higher education policy making, or whether their interest would provide the Commission with a mandate for a more active role.

During his first year in office, Webb conscientiously attempted to fulfill his campaign promises, one of which was to increase the cost-effectiveness of the state higher education system. The Shawnee Budget Office underwent massive reorganization resulting in, among other things, new budgetary procedures for higher education. Formula budgeting procedures replaced the old incremental approach. Because the formula adopted for use by the institutions resulted in both immediate increases in the budget and promised long-range increases (based on continued enrollment growth) for all institutions, the institutions readily accepted the change.

To Governor Webb's credit, during his second year in office he recognized that the major issues confronting higher education in Shawnee required expertise beyond his managerial talents. Webb gradually relied more heavily on the Commission and Director Carter to deal with the complex educational issues. By 1974, the final year of his term, Webb's policy toward the Commission was clearly one of encouragement and noninterference. However, Webb and the legislature were disappointed that the Commission seemed unable to come to grips with several key issues.

The Current Concerns

Over the past several years, the Shawnee Higher Education Commission had failed to comprehensively confront a number of nagging questions. The potential need for a new law school, the changing program of Thoreau State College, and the specter of

program and faculty cutbacks in state colleges and universities with declining enrollment were among the most troublesome. Any strategy for dealing with a period of selective educational growth and contraction would have to directly address these issues as well.

The Law School Issue

At the present time, law schools exist at the University of Shawnee in College Grove and at St. Ignatius University, the major private institution in Metropolis. There is also a small private "college of law" in Metropolis which operates with a faculty made up of practicing attorneys and offers exclusively part-time evening instruction. For a number of years the debate over the need for a new law school has been building and is now approaching a crescendo.

Shawnee State University is at center stage in the debate. With traditionally strong programs in the agriculture, engineering, and home economics, and with programs in education, business, liberal arts, and a limited number of professional areas that have experienced rapid growth since World War II, Shawnee State University has actively sought new professional programs. Its ambitions to establish a medical school were especially strong in the early 1960's when President S. William Turk, Borden's successor, attempted to mold Shawnee State into a true counterpart of the University of Shawnee. Turk's departure to assume a major university presidency took the spark out of these ambitions, and the state chose the alternative of providing financial subsidies to the private medical school at St. Ignatius University.

The issue of a law school for Shawnee State University has been a different matter, however. Pressure for the establishment of a law school at Shawnee State has been sustained and has grown steadily through the years. Many Shawnee State supporters attach a symbolic significance to the attainment of a law school, believing it would symbolize the attainment of parity with the

University of Shawnee and would provide a vehicle for future political clout in the legislature. Also, a law school at Shawnee State would serve the people of the northern, western, and central sections of the state that are among Shawnee State's major constituencies. Residents of Capital City argue that a law school in the state capital would serve large numbers of university employees, civil servants, and government employees who would want to study law part-time for the advancement of their careers rather than as preparation for full-time law practice.

Several studies have given credence to Shawnee State's claim that it should establish a law school. A survey of governmental employees verified that many would take advantage of part-time study of law to advance their careers. A survey by the Shawnee State Daily, the campus newspaper, indicated that a significant number of Shawnee State undergraduates were actively considering careers in law. Most of these students were social science majors and many indicated they would like to continue professional study at Shawnee State. A poll of subscribers by a newspaper in the LaSalle metropolitan area indicated considerable interest in a new school and in locating it in Capital City, where it would more conveniently serve people in the southwestern part of the state.

The second major candidate for a new law school is Metropolis State University. Although the decision to elevate the Metropolis branch of the University of Shawnee to independent university status did not mention establishing a new law school, Metropolis State University's first president, Kevin O'Brien, mentioned the possibility during the many speeches and public appearances he made during the institution's formative years. Speaking of the many services a public university could offer, legal education was always included. In reaction to objections raised by representatives of St. Ignatius University, which already offered legal education, O'Brien was forced to refer to the law school as a "future possibility" and to devote his

energies to developing Metropolis State University's basic offerings, master's programs in the liberal arts, and professional schools in business and social work.

Nevertheless, pressure for a law school at Metropolis State, while never as strong or sustained as similar pressures on behalf of Shawnee State University, remains a factor to be considered. It surfaces actively in the legislature and in newspaper editorials in the Metropolis area whenever the establishment of a law school at Shawnee State is considered. Even though the Metropolis area legislative delegation is split between the supporters of St. Ignatius and Metropolis State, the clout of the Metropolis State advocates is considerable. Some pundits have suggested a compromise by which law schools would be established both at Shawnee State University and Metropolis State University.

Opposition to a new law school has also been substantial. The State Bar Association circulated to its membership and to members of the legislature a study which shows that the proportion of attorneys to the population in the state of Shawnee exceeds the national average. Also, a survey of traditional employment opportunities for attorneys demonstrates that there is no apparent current or future need for practicing attorneys in the state. Opposition also has come from the Shawnee State Council for Better Government, a taxpayers association which publishes an annual analysis of the governor's proposed budget and tends to take a conservative stance of spending. The Council argues that an additional law school would be a waste of taxpayers' money. They contend that there is no need for additional practicing attorneys and that the increased interest in legal training is "faddish" and "an attempt to use taxpayers' money to support the whims of students seeking training that will never be used in the types of employment for which it is intended".

Legislative observers believe it is difficult to predict

how the "law school issue" will be resolved. Neither the blocks supporting different institutions as the site for a new law school nor the one opposing a new law school have the votes to control the issue. The potential for a political trade-off exists. But recent newspaper editorials in different portions of the state, while advocating the special interests of their constituents, have also called for a rational, intelligent solution to the law school issue. Also, Senator Dewitt Carr, ranking minority member on the Senate Education Committee and a strong contender for higher political office, recently received highly favorable reaction to the stance he assumed in his monthly "Report to the Constituents". Carr argued that the law school issue is a "festering sore" that must be answered with facts, in the harsh light of day". Advocating that the Commission make a strong recommendation, Carr added "If the Commission cannot even tell us whether we need a new law school or not, we shouldn't be paying their salaries". Cynical political observers commented that Carr's comments were favorably received by people on different sides of the issue and enabled him to garner publicity without himself taking a genuine stand on the issue.

Program Changes in the "Experimental" College

An earlier section of this study pointed out that there was little controversy surrounding the initial establishment of Thoreau State College as the state's experimental or innovative college. Since its establishment, however, Thoreau has been a hotbed of controversy. In the Spring of 1970, Thoreau State College was in its first year of operation and had only 600 students instead of 1,000 with which it had planned to open. That low enrollment total was, in part, due to Thoreau's refusal to accept students who would be enrolled for less than half-time on the grounds that the college's educational program necessitated larger student commitment than was possible for

working people carrying less than a half-time load. The disappointingly low enrollment in the first year was attributed by most people to this policy, although some critics claim that the innovative programs of the college were inappropriate to the needs of the geographic area. Others were critical of President Ogden, who spent very little time on the local civic club circuit and a good deal of time working with his new faculty on program development and in attending national meetings on innovative education.

Mild dissatisfaction with Thoreau developed into covert resentment over events that transpired in the Spring of 1970 at the time of the Cambodian invasion. Student disruptions at Thoreau State halted all classes for a week and resulted in some street fighting between students and local police on three different occasions. Compared to many institutions nationally, and to some within the state of Shawnee, disruptions at Thoreau State were not mild. Nevertheless, many local residents were embittered and their dissatisfaction with the college seemed to remain well after similar ill-will has disappeared between "town and gown" in other college communities in Shawnee. Resentment over those events may have encouraged some local residents to give more thought to the college and to express more forcefully the idea that it "ought" to serve <u>all</u> high school graduates in the nearby area regardless of whether they wanted "innovative" or traditional education.

The student body at Thoreau was viewed by many local citizens as extremely radical, even though faculty members at Thoreau believed the student body to be reasonably conventional. As one faculty member said, "we seem to be drawing our students from among high school graduates who want to try something new but are afraid or financially unable to go to one of the really radical institutions".

The second year of Thoreau's operation was particularly disappointing in terms of enrollment. The enrollment projected before the college opened was 2,500 for the second year. The

revised second year projection, made after the f t year of operation, estimated an expected enrollment of 1). Yet in its second year, only 1,200 students showed up. esident Ogden left in the middle of the year to accept the aca ic deanship of a private college in another state. An acting president served during the remainder of the 1970-71 academic year and all of the 1971-72 academic year. The search for a new president was delayed by the apparent inability of the governing board to decide whether to look for another leader in innovative education or for a person of another type. Some board members felt the president should be a person who could deal with local communities and the legislature assigning to the academic dean responsibility for leadership in innovative education. Other members of the governing board thought the institution should reconsider its basic purposes and establish programs to serve local students, as well as, programs in innovative education.

The members of the governing board of Thoreau had been appointed for staggered terms and when Governor Webb made his new board appointments, the board itself and the faculty of Thoreau were shocked at his decision to appoint neither of the two members whose terms had expired. In their places, Webb appointed individuals who were not known to have knowledge about, or interest in, innovative education. As time passed, the Thoreau academic community became increasingly suspicious that the new board members not only had come without foreknowledge of educational innovation, but also that they had come with the charge from the governor to "straighten out" the institution. They seemed either uninterested in or hostile toward the college's less conventional programs. Whatever their attitudes toward the innovative mission of Thoreau, the new board members soon advocated major changes in the operation of the institution.

The provision against enrolling students for less than halftime had been abandoned after the first year of operation in the attempt to increase enrollments. Insofar as this move was successful, it also served to make the student body more conven-

tional. One of the new board members, Mr. Robinson, is a local hardware store owner in Iroquois Hills, a town only 12 miles from the Thoreau campus. Mr. Robinson, in spite of his newness on the board, became a frequent spokesman for the college, accepting speaking engagements before local groups, commenting in the local press on many activities related to the colleges and in general coming to be recognized as a principal source of information about the college within only a year or two of being appointed to the board. Thoreau faculty members and administrators differed in their reactions to Mr. Robinson. Some found him ill-informed about the institution and aggressively assertive in seeking the public limelight. Others viewed him as well intentioned. He seldom voiced severe criticisms of the college but frequently spoke of ways in which "it can more fully serve the community".

Initiation of a new Bachelor of Science program in business in 1972 was generally attributed to Mr. Robinson's influence, as was the selection of President Marciano - a man who had previously served as the academic vice president at a prestigious, innovative New England liberal arts college. President Marciano's credentials looked mixed to the faculty. While he had come from an innovative institution, he had clearly not had primary responsibility for the innovative programs there. Most people agreed that President Marciano's selection represented the beginning of a new era in the college's history - one in which innovative programs would at best have to exist side by side with more conventional ones, and might possibly fade from the scene altogether. Fears that the latter might happen were given credence as enrollments in business and general liberal arts programs grew steadily (if not rapidly) while those in the college's original innovative programs grew only slowly.

In the Fall of 1974, Mr. Robinson proposed that Thoreau State begin offering a two-year degree program in business administration. He argued that the success for the four-year

business program demonstrated a community interest in and need for the program. The two-year program could be offered without the addition of any additional courses because students would simply select from the courses already available. Robinson maintained that the new program would further increase enrollments at Thoreau State at a time when the institution still was one of the smallest in the state and needed larger enrollments in order to compete successfully with other institutions for appropriations. "As a business man, I am aware of the value of economy and scale and we have not yet reached the optimal operating size. If we don't have the money we need to operate our innovative programs, they must come in part from the expansion of our other programs which serve a larger number of people and make possible the efficient operation of the entire institution", he stated in one interview. In that same interview he suggested that the two-year business program, if successful, "might pave the way for two-year programs in other professional and occupational fields, appropriate to a four-year college of our type and to an associate of arts degree in the liberal arts".

Mr. Robinson's proposals for two-year degree programs created a local uproar. The presidents of the two community colleges in the area cried foul. They claimed two-year programs of all types as a specific and particular function of community colleges. "We were established to provide comprehensive curriculum of two-year programs in all areas for all people and we have been doing that for a dozen years," said President Brown at McDonald Community College. "Now that there is an enrollment crunch the four-year colleges, which wouldn't touch many of our students with a ten foot pole only five years ago, they are trying to run us out of business". Brown argued that the community colleges already have the space, the faculty, and the know-how to offer the programs which Thoreau proposed to initiate. "Furthermore,"Brown added,"any further duplication of our

programs by senior institutions will only exacerbate the trend toward leveling enrollments that Shawnee's community colleges are already experiencing". In an assertion that would draw the ire of the state college presidents, Brown stated, "It would be wasteful duplication for any senior college to offer the same programs, even if the senior colleges were successful in hiding the waste in their large budgets".

Administrators at Western State University, located within an hour's drive of Thoreau State, had long objected to and even resented the establishment of Thoreau State in such close proximity. Relations between the two institutions improved, however, as Thoreau encountered increasing opposition to its proposed program expansion. Vincent Ellis, the President at Western State University, joined Charles Battle, the President of Southern State University, in urging the Shawnee Higher Education Commission to alter its previous opposition to the offering of two-year programs on state college and university campuses a position taken by the Commission in the 1967 Master Plan. The two presidents argued that without expansion into new fields their institutions were "doomed to follow the path of military institutes, relics of a bygone era fulfilling missions no longer relevant to contemporary needs".

Thoreau's battle had very clearly become the state colleges' and universities' battle. If Thoreau's request to expand its two-year offerings were denied, it seemed entirely likely that further two-year expansion at all other state universities would be denied. Not only did the Thoreau expansion lead to public debate between community colleges and state colleges, it led to an outcry from many of the state's liberal arts colleges. Voicing that outcry were the six private liberal arts colleges belonging to the Western Shawnee College Association, a consortium which had been established under the auspices of the federal government's Developing Institutions Program to facilitate cooperation among institutions in developing new and innovative

approaches to instruction.

In the Western Shawnee College Association's annual report entitled "We Can Do It - With Help", it was asserted that existing private colleges could provide educational opportunities to students in existing facilities, with existing faculties, provided they received financial assistance at a level comparable to that of the grants they had been receiving under the federal Developing Institutions Program. The report specifically referred to "the wastefulness of constructing new public college facilities at a time when existing private colleges can fully meet the need", an obvious reference to Thoreau State. One newspaper highlighted that particular section of the report, headlining its article "Private Colleges Presidents may attack Thoreau State Expansion". In a subsequent reply to the newspaper, Mr. Robinson said that "private liberal arts colleges are valuable, but they cannot substitute for public institutions. Public institutions are created by the people. They offer what the people want and the prices are what the people can afford. The people of Western Shawnee have been deprived of the opportunity for public education, unless they want to become school teachers or are willing to travel long distances. Thoreau State is changing that situation by bringing education to the people."

The Metropolis Star Dispatch, in an editorial in December 1974 entitled "Tempest in a Teapot," observed that the people in the communities of Western Shawnee were "repeating their well established pattern of battling mightily among themselves for nickels and dimes. The problems of Western Shawnee are in many respects a miniature version of the problems confronting metropolitan centers of the state, especially Metropolis in the southeastern Shawnee, but like Lilliputians, they seem to think it necessary to scrap harder and louder, and in the process they leave deeper wounds and find themselves less able to unite behind any solution which would serve their own larger interest". A few

days later in a letter to the editor of the Metropolis Star Dispatch, Father Timothy White, of St. Ignatius, said that "we in Metropolis in Southeastern Shawnee may fight out our battles with greater dignity, but the stakes are even higher. Your editorial referred to the small public and private colleges of Western Shawnee as Lilliputians. Presumably then, we are the giants. Too many people operate on the assumption that the giants cannot be mortally wounded. They can. And when an educational giant is severely wounded or dies, the entire society is hurt".

As a result of Thoreau's plan to expand its program to offer two-year courses of study, a number of pressures are confronting the Shawnee Higher Education Commission. State universities and colleges are joining Thoreau in arguing that such expansion is essential to the survival of the institutions. The community colleges and private liberal arts colleges maintain that such expansion is unwarranted, contradictory to the intent of the 1967 Mastér Plan, and "threatens the survival of that group of institutions which has so unselfishly and consistently served the best interests of the public".

Program and Faculty Cutbacks

The Shawnee Higher Education Commission is authorized by statute to both approve requests for new academic programs and to periodically review existing programs. In the past several years, the Commission has rejected several requests by Southern and Western State University to offer new doctoral programs in the liberal arts and in the sciences. These rejections have been received unfavorably by the institutions involved, but have met with the approval of the educational community at large.

In spite of its statutory authority, the Commission has not undertaken a tough, serious review of existing programs. Although information is collected on the relative costs of all degree programs, the Commission has never developed a policy and a set of

evaluative criteria for discontinuing existing academic programs. During the years of growth among all of the educational institutions in the state, such a policy seemed appropriate. In recent years, however, a number of institutions have suffered declines in enrollment.

During the period between 1971 and 1974, the fall headcount enrollment at Snawnee State University dropped 4.7 percent, Eastern State University fell by 5.6 percent, Northern State University dropped by 7.3 percent, Southern State University dipped by 9.8 percent, Western State University fell by 7.9 percent, and Northwest State College plummeted by 14.6 percent. Also, 11 of 18 community colleges suffered declines of from 3.2 to 13.0 percent in headcount enrollment. These declines in enrollment caused a commensurate drop in the state appropriation to each institution, a drop that was exacerbated by the fact that the state's formula for headcount appropriation was skewed to favor periods of growth. These factors combined to create a significant problem for a number of institutions that were confronted with the need to modify their educational programs in order to bring expenditures in line with educational resources. The Commission was also confronted with an increasing body of public opinion urging it to take a more active leadership role in reacting to the enrollment decline at these institutions.

In 1973, the staff of the Commission began to investigate various alternatives for program evaluation and cutback. Early on, they ran into a number of difficulties. Many institutions raised the issue of quality as being of paramount concern. Regardless of the enrollment and recent degree production of their programs, some institutions argued persuasively that their programs should remain since they were "the finest in the state" or "of better quality than the program at institution X". Other institutions urged that the problem causing their programs' low enrollment was that they had not yet reached maturity, and should receive increased funding to achieve their potential, rather

than suffer cutback or termination. In particular, the state universities adamantly opposed the use of sheer numerical analysis as the basis for program decisions.

Another problem revolved around individual institutions' enrollment projections. The University of Shawnee, Metropolitan State University, Fort Defiance, Thoreau, and Union State Colleges, and many community colleges predicted continued growth. In most cases, these institutions calculated the growth during the five year period between 1969-1974 and predicted a similar rate of growth for the next five years. However, in view of plateauing enrollments in recent years, declining rates of student application at some of these institutions, and other factors, such enrollment projections seem overly optimistic. Among the institutions that had suffered enrollment drops in the 1971-74 period, none predicted that the declines would continue. Several predicted a plateauing of enrollment at the 1974 figure - based on their contention that their losses of students had been one-time affairs. Others actually submitted enrollment projections that predicted increasing enrollments - based on the notion that expanded program offerings in the career training fields would attract new students. In the eyes of the Commission staff, both sets of projections over-estimated future enrollments. The fact of the matter was, however, that nobody really was certain what enrollment trends would be applicable in the short term future.

Another difficulty was the fact that program cutbacks in and of themselves represent small potential dollar savings for higher education. Unless the program cutback is accompanied by reduction in faculty and other fixed expenses related to the program's operation, the cutting back of even some marginal programs could actually harm an institution's financial condition. Indeed, this fact was well recognized among most educators in the state and many educators were loathe to submit to or encourage active program review in the knowledge that program cutback would almost assuredly be followed by reduction in faculty.

Many institutions countered arguments for program or faculty cutbacks with the contention that the Commission should allow certain institutions to redefine their missions in order to recognize "changing trends" in postsecondary education. For example, the state universities should be allowed to redefine their missions to offer two-year occupational programs where such programs meet genuine regional manpower needs. Indeed, when confronted with the need to make hard cutback decisions, many institutions refuted the need by asserting the option of redefined institutional missions.

The ability to rationalize program and faculty cutbacks was limited by a number of political constraints. Certain programs, despite their duplication across institutions and their high per unit cost and relatively small degree production, were "sacred cows" to certain groups and constituencies. Similarly, certain other high-cost, low-productivity offerings such as poultry science were the only such programs in the state. Within some of the state universities, many educators would rather sacrifice almost any undergraduate program than lose a single expensive graduate program that had recently been acquired through great effort. And many faculty realized that the best strategy to use to fend off program cutbacks was to suggest the termination of a really worthwhile program. The resulting uproar could be counted on to save the program in question and possibly steer scrutiny away from other, less defensible program offerings.

A final difficulty arose regarding the potential role of the Commission in decisions involving retrenchment. Institutions responded quite negatively to Commission efforts to identify specific programs and faculty that should be cut by the institutions. These recommendations were viewed as intruding into the decision-making province of the individual institutions. Some institutions disregarded the Commission's recommendations entirely by spreading the cuts across all departments.

Given these difficulties, but needing to respond to the challenges posed by declining enrollments, many of the institutions resorted to a policy of limited retrenchment. Attrition was allowed to operate to eliminate a number of faculty positions. Some faculty were transferred to other areas within the institution, including the administration. In a number of cases, several nontenured faculty were let go to demonstrate the institution's commitment to austerity. Several of the state universities dropped a number of programs, such as vocational agriculture programs, that were remnants of their earlier days and missions.

Southern State University was the state university in deepest distress. Recognizing that cosmetic cutbacks could not alleviate its difficulties, Southern began to plan in early 1974 for the possible cutback of tenured faculty in the following year. The campus chapter of the AAUP and the faculty senate were involved in a series of negotiations with the administration to determine the potential extent of the cuts. But rather than suggesting faculty terminations, these groups suggested that faculty be used to expand Southern's impact on the career-oriented and adult learners of the Southern Shawnee area. These faculty were "a precious resource that can be utilized to reach the multitude of learners still desirous of education", and it was suggested that the state should reconsider its definition of the mission of these institutions. Such sentiments were reflected by a number of other state universities.

At the same time that a number of institutions were grappling with the need to conserve expenditures, the Commission staff were performing their yearly analysis of program costs. But rather than giving the resulting calculations of program costs their usual perfunctory publication, the Commission distributed this information to a wider variety of educational and state government sources than ever before. The information was accompanied by an explanation of the calculations and a highlighting of some of the obvious problem areas. The reaction was

almost immediate. Many institutional leaders complained to Johnston Carter and other members of the staff that the Commission was attempting to make program decisions that are best left in the hands of the institutions. The issues of quality, potential increases in enrollments if certain program changes were made, unique needs, and other such arguments were raised to support the case for certain high cost programs, and thereby discredit the Commission's analysis. The Commission staff countered with letters of explanation that pointed out that the Commission staff was only providing information to be used in the evaluation of program costs. Although the letter communicated the innocent intent of the information exchange, the course of events had demonstrated the ardor with which some institutions would defend their control over program decisions - especially in times of retrenchment.

As a result of these events, it became clear that the Commission could chose among three basic courses of action for dealing with the need to make faculty and program cutbacks. First, the Commission could impose specific program cutbacks or across-the-board faculty cutbacks in institutions suffering enrollment declines or having excessively expensive, low-productivity programs. Second, the Commission could chose the option of negotiating with the institutions to develop specific policies for evaluating programs and faculty needs, and then allowing the institutions to make the actual cutbacks, subject to Commission approval. Finally, the Commission could continue to allow the institutions to make cutback decisions, subject only to the constraints of available funding and supported by the Commission's providing cost data from comparable institutions.

In early 1974, the Commission produced a staff document which highlighted these alternatives. Also, the document discussed the pros and cons of program faculty cutbacks versus redefined institutional missions. The educational institutions were quick to react to these efforts. The University of Shawnee seemed ambivalent toward mission redefinition, but was strongly

opposed to almost any Commission involvement in faculty program decisions. The state universities were highly supportive of redefinition of their mission. Although they opposed really difficult programmatic faculty cutbacks, they supported the tactic of across-the-board cutbacks, if trimming were deemed necessary. The state colleges were opposed to a redefinition of the missions of the state universities fear that their new roles would impinge on state college missions. They supported specific program cutbacks in areas of weakness, although Northwest State College opposed such efforts. The community colleges violently opposed mission redefinition.

Throughout the debate, the legislature watched the scene with increasing restiveness. Legislators were anxious to see more rational approaches to the evaluation of existing programs. They seemed to sense that some programs/faculty should be trimmed back, while others should grow, and yet they were not being given the information necessary to make these decisions. Governor Webb also raised questions. With his penchant for efficiency, the current atmosphere of noncoordinated decision avoidance could not be tolerated for long.

The Director of the Commission Decides to Act

Johnston Carter's memo to the Commission staff identified a number of issues to be addressed directly. In addition, the memo identified several specific strategies whose effectiveness should be evaluated.

First, the suitability and possible biases of budget formulas had to be discussed. Do existing budget formulas, which were designed for periods of growth and therefore overstate variable costs, penalize institutions during periods of growth? Second, what should be the policy of the Commission and the legislature toward institutions experiencing growth in some programs and decline in others? Should the Commission become

actively involved in telling institutions how they should distribute the money to selectively encourage growth in some areas while cutting back in others? Moreover, should the Commission become involved in encouraging or preventing institutions from redefining their institutional missions. Third, the device of faculty and program cutback must be considered as a potential instrument. The criteria and conditions for cutback, and the legitimate powers of the Commission had to be considered in this light. Also, what legitimate cost savings could realistically be realized from cutbacks? Fourth, what better means could be used to more effectively project future demand and enrollments and thereby focus which areas to cutback or to support?

Carter's memo contained a third and equally important series of directions. It specifically instructed the staff to provide recommendations that cover not only the substance of their recommendations, but process considerations as well. These process considerations were to involve not only the best means to arrive at the substantive findings requested, but the optimal means of publicizing these findings and promoting their acceptance as policy. The staff was to consider the advisable balance of using participatory meetings of the Commission, institutional representatives, and other appropriate publics and versus in-house deliberations of the staff. In addition, should the Master Plan be used as a vehicle for all of the substantive recommendations of the Commission, or would this give some opponents the opportunity to attack on overly sensitive issues? What other vehicles and procedures might be available?

The reader's role is to discuss and prepare both substantive and process recommendations for dealing with the law school issue, Thoreau State College, and the so-called steady state in Shawnee Higher Education. These recommendations should also treat the different potential strategies for addressing these issues.

A P P E N D I X A

SELECTED FINANCIAL CHARACTERISTICS

ON SHAWNEE'S SUPPORT OF HIGHER EDUCATION

Table A1

SELECTED FINANCIAL CHARACTERISTICS OF SHAWNEE

Characteristic	Shawnee Level	National Mean	National Rank (N=50)	Central Mean	Central Rank (N=14)
Per Capita Personal Income	$3661	$3483	18	$3552	5
Per Capita State Appropriation to Postsecondary Education, 1970	$ 32	$ 31	24	$ 32	9
Per Student Appropriation to Postsecondary Education, 1970	$ 841	$ 865	29	$ 816	7
State and Local Per Capita Taxes Paid, 1970	$ 370	$ 353	24	$ 358	6
State and Local Taxes Paid Per $1000 of Personal Income, 1970	$ 112	$ 118	27	$ 115	8
TOTAL State Appropriations for Institutions of Higher Education as a Percentage of Total General Revenue					
1970	14.60%	14.33%	30	15.26%	12
1971	15.00%	14.66%	31	15.18%	12
1972	14.62%	14.11%	34	14.39%	12
1973	13.97%	14.26%	32	14.35%	10

SOURCES: (Based on Data from) M.M. Chambers, Appropriations of State Tax for Operating Expenses of Higher Education. 1969-70; Bureau of the Census, and Lyman A. Glenny, and James R. Kidder, State Tax Support of Higher Education.

A P P E N D I X B

HIGHER EDUCATION ENROLLMENTS IN SHAWNEE

Table B 1

FALL HEADCOUNT ENROLLMENTS IN PUBLIC HIGHER EDUCATION: 1967, 1971 and 1974

INSTITUTION	1967	CHANGE 1967-1971 N	%	1971	CHANGE 1971-1974 N	%	1974	CHANGE 1967-1974 N	%
UNIVERSITIES									
Metropolitan State	8147	2281	28.0	10428	3069	29.4	13497	5350	65.7
Shawnee State	23588	3724	15.8	27312	-1279	-4.7	26033	2445	10.4
University of Shawnee	27098	3000	11.1	30098	1303	4.3	31401	4303	15.9
TOTAL	58833	9005	15.3	67838	3093	4.6	70931	12098	20.6
STATE UNIVERSITIES									
Eastern	5079	825	16.2	5904	-329	-5.6	5575	496	9.8
Northern	4947	1348	27.2	6295	-462	-7.3	5833	886	17.9
Southern	12554	2219	17.7	14773	-1447	-9.8	13326	772	6.1
Western	9939	2218	22.3	12157	-959	-7.9	11198	1259	12.7
TOTAL	32519	6610	20.3	39129	-3197	-8.2	35932	3413	10.5
STATE COLLEGES									
Fort Defiance	6001	521	8.7	6522	173	2.7	6695	694	11.6
Northwest	1706	1936	113.5	3642	-533	-14.6	3109	1403	82.2
Thoreau				1753	561	32.0	2314	2314	
Union	3001	1631	54.3	4632	818	17.7	5450	2449	81.6
TOTAL	10708	4088	38.2	16549	1019	6.2	17568	6860	64.1

Table B1 (Continued)

INSTITUTION	1967	CHANGE 1967-1971 N	%	1971	CHANGE 1971-1974 N	%	1974	CHANGE 1967-1972 N	%
COMMUNITY COLLEGES									
Adams Falls	971	46	4.7	1017	-90	-8.8	927	-44	-4.5
Armand County	981	117	11.9	1098	-57	-5.2	1041	60	6.1
Bolton County	809	166	20.5	975	-90	-9.2	885	76	9.4
Capital City	3059	394	12.9	3453	37	1.1	3490	431	14.1
College Grove				1469	501	34.1	1970	1970	
Daniels County	1122	[illegible]	3.2	1158	-151	-13.0	1007	-115	10.2
Fairview Park	863	2470	286.2	3333	-187	-5.6	3146	2283	264.5
Fort Defiance	1661	903	54.5	2564	81	3.2	2645	984	84.7
Grain Belt	708	225	31.8	933	-85	-9.1	848	140	19.8
Grand Junction	1074	83	7.7	1157	-98	-8.5	1059	-15	-1.4
Maple Hills	1412	1267	89.7	2679	702	26.2	3381	1969	139.4
Marshall	1137	354	31.1	1491	5	.3	1496	359	31.6
Metropolis	1640	1831	111.6	3471	246	7.1	3717	2077	126.6
North Fork	349	245	70.2	594	-19	-3.2	575	226	64.8
Pine Rapids	1460	127	8.7	1587	-196	-12.4	1391	-69	-4.7
Richfield	2079	2691	129.4	4770	300	6.3	5070	2991	143.9
Thompson	2060	1387	67.3	3447	-207	-6.0	3240	1180	57.3
Ticonderoga	843	2	.2	845	-77	-9.1	768	-75	-8.9
TOTAL	22228	13813	62.1	36041	615	1.7	36656	14428	64.9
GRAND TOTAL	124288	33516	27.0	159557	1530	1.0	161087	36799	29.6

Table B2

FALL HEADCOUNT ENROLLMENT IN PRIVATE INSTITUTIONS: 1967, 1971, 1974

PRIVATE COLLEGES AND UNIVERSITIES

	1967	Change 1967-1971 N	%	1971	Change 1971-1974 N	%	1974	Change 1967-1974 N	%
Beechler	699	432	61.8	1131	216	19.1	1347	648	92.7
Burritt	1330	-47	-3.5	1283	122	9.5	1405	75	5.6
Charles Crane	722	171	23.7	893	-68	-7.6	825	103	14.3
Emerick	2222	336	15.1	2558	-103	-4.0	2455	233	10.5
Fellows	2140	-168	-7.9	1972	26	1.3	1998	-142	-6.6
Frey	1679	149	8.9	1828	67	3.7	1895	216	12.9
Hadler Business	464	116	25.0	580	-11	-1.9	569	105	22.6
John Kline	1688	-48	-2.8	1640	140	8.5	1780	92	5.5
McKay	711	405	57.0	1116	54	4.8	1170	459	64.6
Ostby	1253	21	1.7	1274	116	9.1	1390	137	10.9
Polk	1518	36	2.4	1554	82	5.3	1636	118	7.8
Reeves Institute	499	81	16.2	580	-18	-3.1	562	63	12.6
Rose	1801	156	8.7	1957	146	7.5	2103	302	16.7
St. Andrew	2721	314	11.5	3035	-39	-1.3	2996	275	10.1
St. Ignatius	7993	314	3.9	8307	419	5.0	8726	733	9.2

Table B2 (Continued)

	1967	Change 1967-1971 N	%	1971	Change 1971-1974 N	%	1974	Change 1967-1974 N	%
Schneider	2849	81	2.8	2930	46	1.6	2976	127	4.5
Swanson Bible	494	5	1.0	499	-2	-.4	497	3	.6
Thompson	902	-32	-3.5	870	-44	-5.1	826	-76	-8.4
Turner	2174	166	7.6	2340	28	1.2	2368	194	8.9
Vaughan	1636	-432	-26.4	1204	53	4.4	1257	-379	-23.2
TOTAL	35495	2056	5.8	37551	1230	3.3	38,781	3286	9.3

Table B3

SUMMARY FALL HEADCOUNT ENROLLMENTS IN ALL INSTITUTIONAL TYPES: 1967, 1971 and 1974

Institutional Type	1967	Change 1967-1971 N	%	1971	Change 1971-1974 N	%	1974	Change 1967-1974 N	%
Universities	58833	9005	15.3	67838	3093	4.6	70931	12098	20.6
State Universities	32519	6610	20.3	39129	-3197	-8.2	35932	3413	10.5
State Colleges	10708	4088	38.2	16549	1019	6.2	17568	6860	64.1
Community Colleges	22228	13813	62.1	36041	615	1.7	36656	14428	64.9
Total Public	124288	33516	27.0	159557	1530	1.0	161087	36799	29.6
Private Colleges	35495	2056	5.8	37551	1230	3.3	38781	3286	9.3
GRAND TOTAL	159783	35572	22.3	197108	2760	1.4	199868	40085	25.1

Table B4

ENROLLMENT IN SHAWNEE PUBLIC AND PRIVATE INSTITUTIONS
BY RESIDENCY STATUS, 1974

	In-State Students		Out-of-State Students		Total
	N	%	N	%	N
Universities	53481	75.4	17450	24.6	70931
State Universities	31979	89.0	3953	11.0	35932
State Colleges	16040	91.3	1528	8.7	17568
Community Colleges	35080	95.7	1576	4.3	36656
Public Sector	136580	84.8	24507	15.2	161087
Private Sector	22931	59.1	15850	40.9	38781
GRAND TOTAL	159511	79.8	40357	20.2	199868

A P P E N D I X C

SUMMARY INFORMATION ON HIGHER EDUCATION STUDIES AND IMPORTANT EVENTS IN SHAWNEE

RECENT STATEWIDE STUDIES OF SHAWNEE HIGHER EDUCATION

1956: Higher Education in Shawnee prepared for the Special House Committee on Higher Education (by consultants)

Major Recommendations	Response
A. Increase capital expenditures for higher education in order to expand existing facilities and to establish new institutions	Implemented (1956)
B. In operating expenditures for higher education in order to offset declining per student spending	Implemented (1956)
C. Establish a statewide planning and coordinating agency with:	Implemented (1957)
1. advisory powers	Implemented
2. lay board	Not Implemented

1960: Shawnee Higher Education Commission State Master Plan Major Recommendations

Major Recommendations	Response
A. Establish statewide system of community colleges	Implemented (1960)
B. Expand educational services in Metropolis	Implemented (through severing Metropolis branch from the University of Shawnee)
C. Expansion of graduate programs at state institutions	Implemented (1960)

1967: Shawnee Higher Education Commission Master Plan for the 1970s

Major Recommendations	Response
A. Grant university status to the four state colleges (Eastern, Northern, Southern, and Western)	Implemented (1968)
B. Eliminate State Board of Education jurisdiction over the former state colleges	Implemented (1968)
and	
Create a single governing board to operate state colleges and universities	Not Implemented
C. Establish an innovative state college	Implemented (1969)
D. Expansion of doctoral programs	Implemented (1967)

CHRONOLOGY OF EVENTS REFERRED TO IN CASE STUDY

DATE	EVENT
1828	Shawnee State Seminary (The University of Shawnee) established as first state supported institution of higher education in Shawnee
1868	Shawnee State College (Shawnee State University) and Shawnee State Normal School (Eastern State University) established
1876	Southern Shawnee State Normal School (Southern Shawnee State University) established
1891	Northern Shawnee State Normal College (Northern Shawnee State University) established
1909	Western State Teachers College (Western State University) established
1949	Union Center, The University of Shawnee (Union State College) established
1951	Metropolis Center, The University of Shawnee (Metropolis State) established
1953	Fort Defiance Center, The University of Shawnee (Fort Defiance State College) established
1955	Special House Committee on Higher Education formed to assess future higher educational needs in Shawnee
1956	Recommendations of Special Committee call for increased appropriations to higher education and for establishment of a state planning and coordinating agency
1957	Shawnee Higher Education Commission established with advisory powers and institutional representation on the board
1960	Legislature eliminates institutional representation on Commission
	Commission issues first master plan leading to graduate program expansion and statewide system of community colleges

DATE	EVENT
1961	Eighteen month legislative battle ends in compromise to establish a new state college (Northwest), eliminate University of Shawnee branch campus system, and expand graduate programs at state colleges
1967	Commission issues second master plan leading to elimination of State Board of Education control of state colleges, promotion to university status for four state colleges (both events in 1968) and the establishment of an innovative state college (Thoreau in 1969)
1969	Thoreau State College enrolls its first students. Eighteenth (and the most recent) state supported community college established
1970	Cambodian invasion triggers student protests and violence on Thoreau State campus George Webb elected Governor of Shawnee after promising to reduce state spending
1971	Last year in which all Shawnee public institutions enrolled more students than in the preceding year. Formula budgeting for higher education adopted
1972	Thoreau State initiates B.S. in Business and selects Marciano as president
1974	Commission staff assess current issues in preparation for the state's third master planning effort

Higher Education In The State Of Shawnee

A Case Study

Case 2

April 15, 1975

Prepared by: The Center for the Study of Higher Education
The University of Michigan

For: ECS/SHEEO Inservice Education Program

Funded by: The W.K. Kellogg Foundation

PREFACE

Higher Education in the State of Shawnee: A Case Study is intended to address contemporary issues of major significance in many of most of the states represented by participants in the Inservice Education Program seminars. While Shawnee is a hypothetical state, its problems are not. The experiences of Shawnee institutions and of the Shawnee Higher Education Commission are based on, or suggested by, actual situations in numerous states.

The Shawnee Case Study was written by James L. Miller, Jr., Professor of Higher Education at the Center for the Study of Higher Education and two Center doctoral candidates, Donald M. Norris and J. Michael Erwin. Technical and editorial consultation was provided by Marvin W. Peterson, Associate Professor of Higher Education at the Center.

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INTRODUCTION

Case 2 of the State of Shawnee Case Study deals with the activities of a new governor who assumes office armed with an agenda for action. While the issues presented by Case 2 differ from those presented in Case 1, like Case 2 issues they relate to the current period of selective growth and contraction.

Case 1 includes a detailed description of the state and its higher education system, maps, statistics and appendices that require careful reading prior to reading Case 2. Discussion questions posed in the introduction of Case 1 should be answered prior to reading Case 2. Professor Marvin W. Peterson, the case study discussion leader suggests that participants formulate answers to the questions that follow:

1. In light of our Case 1 discussion, what impact does the new governor's program have? On the Commission's policies? On the master planning effort?

2. Considering the issues raised by the new governor, what should Director Carter do or recommend? Why?

CASE 2: A NEW GOVERNOR ARRIVES ON THE SCENE

By the Fall of 1974, the director and staff of the Commission were busily involved in making substantive and process decisions regarding educational policy in the state of Shawnee, some of which would be included in the 1976 Master Plan. In an election upset in November 1974, the people of Shawnee elected Robert Snowden as governor. Snowden's campaign had focused on the state of the economy, honesty in government, and related issues. He did not appear to have any strong opinions on the issue of support for higher education beyond the usual promises to continue to serve the educational needs of the people and encourage efficiency in the management of higher education. As Senate Minority Leader, Snowden had for several years maintained effective relationships with legislators of his own party. Following Snowden's upset victory over the incumbent Webb and the landslide proportion victories of legislative candidates from his party, Snowden suddenly found himself the leader of the state's majority party comprised of a sizable number of freshman legislators. As an apparent response to his changed governmental and political responsibilities, Snowden seemed to recognize the need to rely rather heavily, initially at least, on the Commission for advice to the executive and legislative branches on matters relating to higher education. Consequently, Snowden met with Carter for a discussion on the general dimensions of a policy for dealing with the so-called steady state.

Carter's reaction to Snowden's request for more advisory services by the Commission was mixed. On the one hand, the opportunity to establish a good relationship with the new administration was almost too great to pass up. On the other

hand, coming to grips with the educational issues that must be dealt with during the master planning effort would demand as much staff time as could be garnered by cutting back on non-essential staff activities. At the same time, Snowden had been extremely vague concerning his stance on the issues the two men had discussed. Carter's response to the dilemma was to assume a "wait and see attitude" while attempting to keep lines of communication with the Governor open.

The work on the planning activities continued into 1975. The specific charges in Johnston Carter's memo were answered by staff and the broad outlines of the policies were developed more fully for dealing with the law school issue, the matter of the role of Thoreau State College, and the question of selective growth and retrenchment in the steady state.

In March 1975, Governor Snowden began to publicly address a number of issues relating to higher education. These issues were not presented in a coherent, comprehensive manner, but were included as portions of various speeches that the governor made across the state. The issues all related to new ways in which the state could either save educational dollars or provide expended services more efficiently. Some were spin-offs of Snowden's conversations with Carter. In reality, the issues were not new; some had been around for years, and others had been raised by the Commission. But in the economic climate of 1975, the governor's raising of these issues caused people to sit up and take notice. Supporting editorials appeared in various newspapers. Legislators, anxious not to be outdone by the new governor, joined in the discussion.

On March 15, in a speech given before a gathering of the League of Women Voters in Capital City, the governor for the first time brought these issues together into a comprehensive presentation. Buoyed by the favorable publicity, Snowden stated his case enthusiastically. Although he provided only sketchy details of each of his points, he made the argument that a

package of this nature could do much to help higher education move through these troubled times.

The issues raised by the governor were the following. First, he supported interstate cooperation with adjacent states as a means of expanding opportunity without duplicating services unnecessarily. Second, he championed interinstitutional cooperation in the same vein. In particular, he expressed interest in sharing of resources between institutions in close geographical proximity, whether they be universities, state colleges, community colleges, or private institutions. He also supported in principle the notion of the sharing of technical resources, such as computing, library resources, and computer assisted instructional materials on a statewide or regional basis. Third, Snowden advocated the more extensive use of management tools as a means of improving institutional management and, hence, the ability to cope with current complex conditions. Fourth, he recommended the deferred completion of certain capital construction projects begun, but not yet completed. Fifth, he advocated a reexamination of the state's tuition policies and suggested the possibility of tuition hikes accompanied by increased student aid to students with demonstrated needs, or state aid to private higher education.

Johnston Carter read the transcript of the governor's speech with mixed emotions. Some of the points were well taken; indeed, the developing comprehensive policy for selective growth and contraction, addressed a number of the issues raised by the governor. On the other hand, some of the issues were stated simplistically, and might raise the expectations of legislators and the general public to unrealistic levels. Although the governor's speech had identified the role of the Commission in investigating these issues and applying them in their planning efforts and review activities, Carter was disappointed that the governor had not consulted with the Com-

mission before publicly proclaiming several of the more dubious issues.

The Background of the Governor's Issue

The issue raised by Governor Snowden had been discussed by the Commission and by the executive and legislative branch of state government for years. In many ways Shawnee's experiences with these issues were similar to those of other states, but in some ways Shawnee was unique. As Johnston Carter evaluated how to react to Snowden, he considered the historical development of interstate cooperation, interinstitutional cooperation, state aid to private colleges and the use of management tools in the state of Shawnee.

Interstate Cooperation

Throughout the past fifteen years, interstate cooperation has been periodically proposed as a solution to Shawnee's immediate problems in higher education. In 1963 when expanding geographic access to higher education ranked as a high priority, the Commission sponsored an evaluation of interstate cooperation as a short-range solution to low, out-state collegiate attendance rates. Observing that the southeastern and northern sections of the state badely needed their own community and regional institutions, the Commission reported that young adults in several communities along the state's borders lived within commuting distance of colleges and universities in neighboring states, but were prevented from attending those institutions by their relatively high nonresident charges. In many cases, the Commission reported that students living within a thirty-minute drive of neighboring states' institutions lived an hour to an hour and one-half from Shawnee institutions. The Commission warned, however, that interstate cooperation posed two serious problems that may offset its value even as a short-range strategy.

The Commission reported that none of the four states adjacent to Shawnee planned legislation to allow reciprocity agreements with other states. Even assuming a sudden regional interest in establishing interstate cooperation, by the time Shawnee and its neighboring states could pass the legislation to implement the agreements, Shawnee could establish its own institutions in or near the affected areas. Furthermore, those institutions would utlimately be necessary whether or not interstate cooperation solved the immediate problem. The second and, perhaps, more serious problem reported by the Commission was the traditionally higher rate of in-state migration than out-of-state migration. The Commission observed that in order to increase geographic assess to relatively low-cost undergraduate programs, the state would have to be prepared to absorb greater out-of-state enrollment and greater expenses in its high-cost graduate programs at the University of Shawnee and at Shawnee State University. Trading off access to those graduate programs appeared to be the states most certain method of gaining the regional access it needed. Legislative response to the Commission's evaluation of interstate cooperation was very positive toward the Commission's study and quite negative toward establishing such interstate agreements.

During the administrations of governors Dahart (from 1967 to 1971) and Webb (from 1971 to 1975), regional governors conferences frequently seem to have initiated executive interest in reexamining the potential of interstate cooperation. During his unsuccessful campaign for reelection, Governor Webb enraged officials at the state's graduate degree granting institutions when he promised to give serious consideration to the Shawnee State Council for Better Government proposal that a one-year moratorium be placed on the establishment of new graduate programs until reciprocity agreements could be established with neighboring states. Webb conceded that interstate cooper-

ation in graduate education and in highly specialized undergraduate programs could, as the Council argued, save Shawnee taxpayers "the considerable expense involved in inaugurating specialized training programs that may be in neighboring states on the verge of elimination due to their low enrollments". Webb maintained that influential opponents in the legislative, acting on advice from the Commission, had constantly rebutted his efforts in that area.

Although some legislators vigorously denounced Webb to appease educators among their constituencies, others argued that Webb's proposal would force Shawnee students to leave the state in order to obtain the education they desired. Among legislators who did not respond publicly on the issues was State Senator Robert Snowden.

Interinstitutional Cooperation

There has been relatively little interinstitutional cooperation beyond the articulation of programs and transfer of students among the institutions in Shawnee. Metropolis State University and St. Ignatius University have investigated cooperative efforts, but the results have been negligible. This is especially true in program areas in which both institutions are actively competing for the same students. It is also true in areas such as pre-law and law school where Metropolis State University still desires to establish its own program offerings and St. Ignatius is very protective of its current domination of these offerings in the Metropolis area.

Shawnee State University was the recipient in 1969 of an NSF regional computing grant, and established a small star network which drew upon the computers at Shawnee State. Northern State University, Northwestern State College, six private institutions, and a high school district were served by this network. Dating from their days as branch campuses of

the University of Shawnee, Union State College and Fort Defiance State College have access to the computing facilities at the University, and also have their own small, stand-alone facilities. Southern State University, Western State University, and Metropolis State University have their own fairly major computing facilities. Eastern State University has a relatively minor facility.

Computing among state government agencies, other than higher education, has become quite centralized in recent years. The state administrative data processing coordinator, located in the Division of Administration, exercises final approval authority over all new hardware acquisitions in both state agencies and higher education. He has recently expressed concern over the proliferation of computing facilities in higher education institutions, especially in the eastern portion of the state.

Although the state administrative data processing coordinator has taken no overt actions to mandate centralization of higher educational computing, his ultimate intent is suspect. The Commission has hired a data processing coordinator to review hardware acquisition and computing budget requests of public higher education. This person has been meeting for several months with the institutional representatives on the Computing Advisory Committee. On the horizon looms the ultimate request of Metropolis State University for larger, more expensive computing facilities. Also, the computing resources of some of the state colleges and state universities are approaching obsolescence.

The sharing of library resources, instructional media materials, and computerized instructional materials has proceeded in a haphazard manner. A fair amount of sharing of these resources is ongoing through the efforts of individuals on certain campuses. However, there is no central plan or encouragement of these activities. Shawnee State University, the University

of Shawnee, and Metropolis State University seem to be the leaders in this field.

State Aid to Private Institutions

Shawnee has a long tradition on state assistance to private institutions. For more than two decades the state has operated the State Scholarship Program as its primary student assistance vehicle. Scholarships, limited to the cost of tuition and fees to a maximum of $1200, are available, on a competitive basis to resident students attending accredited public, private, and non-profit institutions located in the state. Current funding for the scholarship program reflects an incremental change from the 1973-74 level of $4.3 million to a 1974-75 level of $4.5 million.

Private colleges, enrolling a disproportionately high proportion of the scholarship students, are currently backing measures to increase funding for the program. Public institutions, on the other hand, are calling for an upper limit on the percentage of future scholarship program funds that can be used at private and non-profit institutions. They are, moreover, arguing for holding the present level of scholarship funding in favor of expanding the state's grant-in-aid program. The grant-in-aid program, established in 1970, was initially funded at $1.2 million and has grown to $2.7 million annually. The grant is based entirely on financial need and ranges in value from $200 to $1000.

While the institutions push for increases in the funding of existing programs, the legislature and executive branch appear to favor establishing a guaranteed student loan program which, combined with other state and federal programs, would remove financial barriers to college attendance for nearly all Shawnee students. The Commission, which serves as the administering agency for all student assistance programs, is currently sponsoring an independent analysis of the state's present and

several alternative forms of student assistance.

Shawnee's assistance to private institutions is not limited to providing indirect aid. Since 1968, Shawnee has let contracts for dental and law school services at accredited non-public institutions in the state. In reality, those contracts amount to degree reimbursement for state residents attending St. Ignatius. St. Ignatius receives $2,000 for each Shawnee resident it graduates from its dentistry program and $1,200 for each lawyer.

The Increased Use of Management Tools

Over the past decade and a half, the educational institutions in the state of Shawnee have undergone appreciable growth in use of different management and administrative tools, coordinated data bases, and similar efforts aimed at improving the quality of decision-making in higher education. These efforts have often been necessitated by the increasing demands of the state and the federal government for new and different types of data presented in standardized ways. The presence of standardized packages provided by groups such as the National Center for Higher Education Management Systems has also helped, especially in the case of smaller institutions without the knowledge or the wherewithal to develop their own systems. The Commission on Higher Education has also supported this movement through its data requests to the institutions and through providing examples of ways that institutions could use information and decision-making tools to focus educational issues more clearly.

This issue has always generated controversy, however. For one thing, the larger, more complex institutions have always argued that the use of common data elements and means of comparison is more feasible for smaller institutions. They have also argued that most "canned" management packages cater to

smaller, simpler institutions. Also, they have ardently and effectively contended that most of the comparisons resulting from this data are highly simplistic and serve the interest of those interested in efficiency - but not effectiveness - of the educational process.

For these reasons - as well as a desire to maintain substantive autonomy on this issue - the larger universities have opposed the development of completely coordinated data bases, decision algorithms, and similar tools. They have insisted on different paradigms of comparison for different types of institutions in order to recognize different institutional goals, missions, programs, and quality. Their success, however, has been mixed. In many ways they are fighting a delaying action that they sense they may eventually lose.

In recent months, the controversy has been renewed with vigor. President Sloan of Shawnee State University, in a series of widely publicized appearances in the Capital City and outstate area, has reacted strongly to what he perceives as a dangerous misconception among many legislators and some educational policy makers. In Sloan's view, the current mood of retrenchment has led many of these people to assume that the increased use of management tools will lead to large cost savings, will be effective instruments in making difficult programmatic decisions, and will "trim waste in higher education". As Sloan put it, "Such views are over simplified and irresponsible. The degree to which decisions can be rationalized is limited. Judgment, legitimate political concerns, and educational considerations such as equal access, quality, and institutional mission must all enter into the decision-making process. The end result of better decision-making is seldom the reduction of costs, but better educational services at a cost of less than would have resulted under old conditions. The potential cost savings of better decision-making, program cutbacks, the use of unit costing and such approaches have been oversold by those who want to be relieved of the burden of

difficult decision-making. Responsible educational leaders must not overstate the potential savings of the decision aids which will be an aid to higher education, but will not provide it salvation."

Carter Considers the Commission's Response

Carter viewed the problem as twofold. First, the Commission must substantively address each of the points. This would require adequate study, since these off-the-hip recommendations must be answered with facts and considered response. Second, the Commission and staff must develop a strategy for dealing with the new governor. This strategy should include process recommendations for presenting specific responses to the governor's issues and for future working relationships with the governor. Regarding the specific responses to the governor's issues, the Master Plan could be an appropriate vehicle and should be considered - especially for those issues that can be part of a policy for the steady state. As for working relationships with the governor, the alternatives range from taking an aloof, expert position - and possibly publicly refuting suggestions made by the governor - to getting close to the governor and serving as personal confidant. Obviously, the question also arises as to which parties should assume the task of working with the governor. Should the director work with the governor, himself? Should the Commission's staff work with the governor's staff to coordinate policy? Should the Commission members act as spokespersons? Under these circumstances, the process of working with the new governor may be even more important for the future effectiveness of the Commission than the specific recommendations which the Commission makes in response to Snowden's issues.

With these issues in mind, Johnston Carter calls a meeting with his Associate Director James McNeil. Together they set

about establishing a strategy for working with the new governor and for answering his specific recommendations. The reader should answer the following questions:

1. In light of our Case 1 discussion, what impact does the new governor's program have? On the Commission's policies? On the master planning effort?

2. Considering the issues raised by the new governor, what should Director Carter do or recommend? Why?